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Financing of the United Nations Mission in Sierra Leone

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Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the proposed budget for the operation of the United Nations Mission in Sierra Leone (UNAMSIL) for the period from 1 July 2001 to 30 June 2002 contained in document A/56/487. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. The United Nations Mission in Sierra Leone was established by the Security Council by its resolution 1270 (1999) of 22 October 1999. The mandate of the Mission has since been extended and adjusted by subsequent Council resolutions, the latest of which was resolution 1370 (2001) of 18 September 2001, which extended the mandate of UNAMSIL for a period of six months from 30 September 2001. By its resolution 1346 (2001) of 30 March 2001, the Security Council decided to increase the military component of the Mission to a force strength of 17,500 personnel, including 260 military observers.

3. The Advisory Committee recalls that the Controller, in his letter dated 22 March 2001, informed the Committee that recent and prospective anticipated developments specific to certain peacekeeping missions (including UNAMSIL) would likely affect their mandates, operational concepts, scope and scale of activities and related resource requirements. The Controller, therefore, requested that the Advisory Committee recommend to the General Assembly, as an interim measure, the granting of commitment authorization with assessment in the amount of $275 million gross for the maintenance of UNAMSIL for the period from 1 July to 31 December 2001, pending submission of the detailed UNAMSIL budget to the General Assembly at its fifty-sixth session.

4. On the recommendation of the Advisory Committee (see A/55/874, para. 10 (c)) the General Assembly, by its resolution 55/251 B of 14 June 2001, authorized the Secretary-General to enter into commitments in the amount of $275 million gross for the maintenance of UNAMSIL for the period from 1 July to 31 December 2001, and decided that this amount should be assessed on Member States.

5. The Advisory Committee was informed that amounts totalling $1,040.2 million have been assessed on Member States in respect of UNAMSIL since its inception to 31 December 2001 and that contributions received as at 30 September 2001 totalled $580.2 million. Outstanding balances amount to $460 million.

6. Cash balances of UNAMSIL amounted to $222.4 million as at 15 October 2001. The Advisory Committee was informed that troop-contributing countries had received payments totalling $164,294,795 for the period from 1 November 1999 to 31 March 2001 and that an estimated amount of

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$89,331,738 was still due for the period from 1 April to 30 September 2001. The Committee was also informed that reimbursement to troop-contributing Member States covering the months of April through September 2001 was expected to be made by the end of 2001, subject to the availability of cash.

7. The proposed budget for UNAMSIL for the period from 1 July 2001 to 30 June 2002 amounts to $722,134,800 gross ($716,498,400 net), exclusive of budgeted voluntary contributions in kind amounting to $1,350,133. The Committee sought clarification of the procedures to be followed in budgeting for additional support account requirements related to UNAMSIL and was informed that it would be the intention of the Secretary-General, based on such decision as the General Assembly may take on the additional resources under the support account for peacekeeping operations, to prorate the financing of the additional approved resources for the support account among the missions whose updated budgets would be considered during the current fifty-sixth session of the General Assembly: UNAMSIL, the United Nations Interim Force in Lebanon (UNIFIL), the United Nations Mission in Ethiopia and Eritrea (UNMEE), the United Nations Organization Mission in the Democratic Republic of Congo (MONUC) and the United Nations Transitional Administration in East Timor (UNTAET).

8. As indicated in paragraph 5 of the proposed budget, the estimated requirements for the period from 1 July 2001 to 30 June 2002 represent a 31.3 per cent increase in total resources (gross) in relation to the apportionment for the financial period 2000/01. The Committee notes from table 1 of the report that the total increase of 31.3 per cent reflects a 38.5 per cent increase in military personnel costs, a 42 per cent increase in civilian personnel costs, a 9.9 per cent increase in operational costs, a 73.4 per cent increase in staff assessment and a 28.8 per cent increase in other programmes. The Committee also notes from the table that for the financial period 2000/01, expenditures amounted to $493 million, leaving an unspent balance of $57 million, compared to the appropriation of $550 million.

9. The Advisory Committee recalls that the Secretary-General estimated requirements for the Mission during the financial period from 1 July 2000 to 30 June 2001 at $562 million. The Committee recommended an appropriation of $550 million, of which $513.4 million was to be assessed, with the balance of the assessment of $36.6 million to be considered at a later stage. The reported expenditure of $493 million is therefore $20.4 million less than the amount of the assessment of $513.4 million recommended by the Advisory Committee and, taking into account the $36.6 million not committed, the underexpenditure is about 13 per cent less than the estimated requirements of $562 million proposed by the Secretary-General. **In this connection, attention is drawn to the comments of the Advisory Committee in its report of 16 March 2001, in which it expressed doubt about the capacity of the Mission to commit and use all the resources requested by the Secretary-General (A/55/839, para. 53).**

10. The Advisory Committee sought clarification of the unspent balance of $57 million for the financial period 2000/01 and was informed that it was mainly due to the following:

(a) Reduced requirements for rations in the light of delayed deployment of military personnel ($29.8 million under military personnel);

(b) Delayed deployment of civilian personnel ($3.9 million under civilian personnel);

(c) Reduced operational requirements (a total of $22.9 million) due mainly to lower utilization of generators ($4.4 million), lower cost of air operations ($4.8 million) and lower acquisition of equipment as well as lower unit cost of equipment ($9.2 million).

The Committee was also informed that requirements that are carried forward to the period from 1 July 2001 to 30 June 2002 amount to $4.4 million and relate to the acquisition of 195 generators.

11. The Advisory Committee was provided with information on estimated expenditure during the period from 1 July to 31 December 2001, as at 16 October 2001, which is reproduced in annex I below. The Committee observes that expenditure of $233.6 million includes the amount of $49.8 million in unliquidated obligations and $157.6 million in pre-encumbrances. Upon enquiry, the following definition for "pre-encumbrances" was provided by the Secretariat: "pre-encumbrances act as the general reservation of funds equivalent to requisitions. Pre-encumbrances in the Integrated Management Information System (IMIS) are a mandatory requirement prior to the obligation (purchase order) stages and serve to set aside funds for a given purpose". This procedure, in effect, allows the

retention of funds that may not ultimately be obligated and disbursed in their totality.

12. The Advisory Committee notes from paragraph 4 of the proposed budget that it does not contain any additional resources that, in the view of the Secretary-General, may be necessary for UNAMSIL to support the forthcoming electoral process in Sierra Leone and that the Controller intends to revert to the Advisory Committee and the General Assembly should additional resources be required. The Committee was informed, upon enquiry, that it was the intention of the Secretary-General to send experts to Sierra Leone to follow the deliberations of the consultative conference, the outcome of which would be known by the end of November 2001. Moreover, the Committee was informed that, as at the time of its consideration of the Secretary-General's report, no definite timetable had been worked out for the preparation for and holding of the elections. The Advisory Committee was informed that the tentative date for the election is now 14 May 2002. **The Advisory Committee regrets that there appears to be a lack of proper and adequate planning at Headquarters for the forthcoming elections, including for the registration process.**

13. The Advisory Committee was informed that the incumbency situation of UNAMSIL, as at 17 October 2001, was as follows:

Category of personnel	*Authorized level*	*Encumbered*	*Vacancy rate (Percentage)*
Military contingents[a]	17 240	16 489	4.3
Military observers	260	245	5.7
Civilian police	60	54	10.0
International staff	333	284	14.7
Local staff	585	485	17.1
United Nations Volunteers	130	111	14.6

[a] The Advisory Committee was informed of the imminent full deployment of the Nepalese contingent.

14. The Advisory Committee notes from the report of the Secretary-General (A/56/487, annex I.C) that the proposed estimates for UNAMSIL reflects the following deployment assumptions:

(a) Under military contingents — the actual deployment of troops for the months from July through September 2001 and the full strength of 17,240 personnel during the remaining period of nine months;

(b) Under military observers — the actual deployment of military observers for the months from July through September 2001 and the application of a 5 per cent delayed deployment factor during the remaining period of nine months;

(c) Under civilian police — the actual deployment of police advisers for the months from July through September 2001 and the application of a 5 per cent delayed deployment factor during the remaining period of nine months;

(d) Under international and local staff — a 10 per cent vacancy rate;

(e) Under United Nations Volunteers — the actual deployment for the months of July through September 2001, phased deployment for the period from October 2001 to January 2002 and the full strength of 168 Volunteers during the period from February to June 2002.

Military personnel costs

15. The estimates under military personnel costs for the financial period from 1 July 2001 to 30 June 2002 are based on an authorized strength of 17,500 military personnel, including 260 military observers. As indicated in the report of the Secretary-General (A/56/487, annex I.C, para. 4), the estimates for reimbursement to troop-contributing countries for troop costs are based on the new standard rates approved by the General Assembly in its resolution 55/274, reflecting two consecutive increases of two percentage points, effective 1 July 2001 and 1 January 2002, on an interim and ad hoc basis. The Committee also notes that the requirements under military contingents do not include the provision of bottled water since the mission has installed water purification systems to provide clean drinking water.

Memoranda of understanding

16. As indicated in the report of the Secretary-General (A/56/487, annex I.C, para. 5), the estimated requirements for contingent-owned equipment are based on memoranda of understanding already concluded or under active negotiation with current and prospective troop contributors. The Committee was informed, that out of a total of 68 memoranda of understanding, 20 had been signed, 45 were under

negotiation (including 15 with a troop-contributing country that had repatriated all of its 15 units) with 3 remaining to be negotiated. The fact that a troop-contributing country would leave before a memorandum was signed would indicate that the process continues to be too slow.

Contingent-owned equipment and self-sustainment

17. Total estimated requirements of $169.6 million are proposed under contingent-owned equipment for the reimbursement to troop-contributing countries for major equipment they provide to their respective contingents serving with the Mission ($86.2 million) and under self-sustainment ($83.3 million). As indicated in the report of the Secretary-General (A/56/487, annex I.C, paras. 5 and 6), these requirements are based on the new standard rates approved by the General Assembly in its resolution 55/274. The Committee was informed that the status of reimbursement to troop-contributing countries for contingent-owned equipment and self sustainment, as at 15 October 2001, is as follows: (a) an amount of $7.1 million was reimbursed, (b) the amount owed is estimated at $192.9 million, and (c) unliquidated obligations are estimated at $144.8 million. The Committee was also informed that accounts payable, which relate to contingent-owned equipment and self-sustainment, amount to $13.1 million. **The Committee points out that the latter amount, relative to the total obligation of $144.8 million, appears to indicate a very slow pace of processing claims for contingent-owned equipment. It also illustrates that there may be inadequate capacity in the verifications process in the field and in the processing of claims at Headquarters.**

18. In this connection, the Advisory Committee recalls that it had discussed, on a number of occasions, shortcomings in the operation and management of the new contingent-owned equipment arrangements (see, in particular, A/55/874 and A/55/839). The Committee also recalls that the issue of the application of the wet lease arrangement at UNAMSIL was expected to be the subject of an overall policy review (see A/55/839, para. 16). The Committee was informed that the overall policy review had not been undertaken. Instead, the Mission dealt with contingent-owned equipment and self-sustainment deficiencies on an ad hoc basis through increased efforts in pre-deployment inspections and follow-up actions to remedy identified weaknesses. Information is provided below, at the Committee's request, illustrating solutions to contingent-owned equipment and self-sustainment deficiencies at UNAMSIL and their application to some other peacekeeping operations (see annex II). The Committee was assured that, as a result of the efforts made, the capacity of contingents to discharge the Mission's mandate had, on the whole, improved after deployment and while serving with the Mission. **The Committee commends the Department of Peacekeeping Operations and UNAMSIL for their efforts to address the deficiencies in the Mission and trusts the experience will be valuable for other missions.**

19. In the course of its deliberations, the Advisory Committee was informed of instances where the United Nations has taken over functions that contingents had been expected to provide for themselves. This development calls into question the applicability of new contingent-owned equipment arrangements to many troop-contributing countries that may not be in a position to provide the required services for their contingents. In this connection, the Committee was informed that, under these circumstances, the related memoranda of understanding are not always modified in a timely manner and some are not modified at all. **The Committee is of the view that the matter needs to be reviewed urgently.**

20. The Advisory Committee discussed the issues of verification and the need for qualified staff for verification functions (see A/55/874, para. 29). The Committee was informed that about 10 staff are involved in verification functions at UNAMSIL (either full or part time), however there was no procedure in place to determine more accurately the need for staff for these important functions. **Taking into account the magnitude of expenditures involved, as well as the need to promote efficiency and thus reduce operational costs, the Committee recommends the development of benchmarks for determining capacity for verification. Moreover, the Committee reiterates its view that nationals from a troop-contributing country should not normally be called upon to review or verify equipment or operational readiness of national contingents from their own country.**

Civilian personnel costs

21. The estimated requirements of $56.1 million for civilian personnel, which represent a 42 per cent increase compared with the apportionment for the financial period 2000/01, would provide for 60 civilian police, 390 international staff (168 Professional, 49 General Service, 137 Field Service and 36 Security Service), 616 local staff and 168 United Nations Volunteers. The proposed staffing reflects an increase of 30 Professional posts (1 D-2, 3 D-1, 1 P-5, 1 P-4, 22 P-3 and 2 P-2/P-1), 3 General Service (Other level) posts, 24 Field Service posts, 31 Local-level posts and 38 United Nations Volunteers. In addition, the staffing proposal provides for the reclassification of nine posts (1 D-1, 4 P-5 and 4 P-4). It also provides for the establishment of a new unit, the Disarmament, Demobilization and Reintegration Management Unit, within the organizational structure of the Mission.

22. **The Advisory Committee expresses its concern about the lack of clarity in the proposals for the reclassification and transfer of posts. It is not easy to distinguish between posts that are proposed for reclassification from proposals for transfer of posts between organizational units. The Committee notes that proposals are made to reclassify a post upwards followed by a second proposal to transfer to another unit the same post at its original lower level. This procedure confuses the initial post classification and reclassification of the post.**

23. **The Committee points out that posts are classified initially by the Secretary-General before submitting his estimates to the General Assembly with a request to establish a post at the level it has been classified. Once the Assembly approves the post, the Secretary-General can subsequently request a reclassification of the post if the nature, scope and content of the function have changed. The proposals in the UNAMSIL budget estimates amount to the carrying out of a second post classification while proposing a transfer of the same post previously approved by the Assembly. This procedure results in a form of double counting where one post in fact becomes two.**

24. **Accordingly, in instances where the Advisory Committee has recommended approval of a reclassification, it has made its recommendation against the proposed redeployment of the post at its former level.** The table below clarifies new posts and reclassification proposals.

Organizational unit	*New posts*	*Reclassifications*
Human Rights Office	1 P-4, 3 P-3, 2 P-2	
Office for Policy and Planning	1 P-4	1 P-5 to D-1
Civil Affairs Office	1 P-4, 1 P-3, 4 United Nations Volunteers	1 P-5 to D-1
Disarmament, Demobilization and Reintegration Management Unit	1 P-5, 2P-4, 20 United Nations Volunteers	
Public Information Office	7 LL	
Office of the Director of Administration	3 P-3, 2 GS, 2 LL, 4 United Nations Volunteers	1 D-1 to D-2 1 P-4 to P-5
Office of Administrative Services		1 P-5 to D-1
Personnel Section	1 GS, 3 LL	
General Services Section	2 LL, 2 United Nations Volunteers	
Integrated Support Services		1 P-5 to D-1
Buildings Management Support and Engineering Section	10 FS	1 P-4 to P-5
Joint Movement Control Section		1 P-4 to P-5
Supply Section	15 P-3, 5 United Nations Volunteers	1 P-4 to P-5
Electronic Support Services Section	11 FS, 5 LL	
Transport Section	3 FS, 12 LL, 3 United Nations Volunteers	

25. **The Advisory Committee recommends acceptance of the request for six additional posts for the Human Rights Office, however, it requests that United Nations Volunteers be used wherever possible.**

26. The Advisory Committee notes from the report (A/56/487, para. 26 (b)), that a P-5 post of the Chief of the Office for Policy and Planning is proposed for upgrading to the D-1 level and an additional P-4 post is

proposed in connection with the development and implementation of a comprehensive mission-wide HIV prevention programme in order to reduce the likelihood of HIV transmission to and by UNAMSIL personnel. **Although the Committee had previously recommended against the upgrading of this P-5 post (A/55/839, para. 40), for the reasons explained in para. 27 (b) of the report, it now recommends acceptance of the proposal.**

27. **The Advisory Committee recommends the establishment of the new P-4 post. At the same time the Committee is of the view that there is a need to formulate a Secretariat policy on how peacekeeping missions should deal with the question of HIV/AIDS. In this connection, the Committee points out that the responsibility for health of personnel before arrival is that of the contributing authority. The policies to be developed should also cover situations where it is later discovered that individuals have HIV/AIDS.**

28. A request for the reclassifications of a P-5 post to the D-1 level is resubmitted for the Civil Affairs Office. In addition, two new Professional posts (1 P-4 and 1 P-3) and 4 positions for United Nations Volunteers are requested for the Office. The Committee recalls that it did not support the reclassification of the P-5 post in its report of 16 March 2001 (A/55/839, para. 41). **The Committee finds no sufficient justification for changing its position.**

29. With regard to the request for new Professional posts and positions for United Nations Volunteers, the Advisory Committee observes that responsibilities of two additional posts for Electoral Officers (1 P-4 and 1 P-3) are described in the report of the Secretary-General (A/56/487, para. 26 (c) (ii)). **The Committee has no objection to the requested establishment of two posts (1 P-4 and 1 P-3) for Electoral Officers.** The report of the Secretary-General contains information on the additional four positions for United Nations Volunteers in the Civil Affairs Office (A/56/487, para. 26 (b) (i)). **The Committee has no objection to the proposal with respect to the four positions. At the same time, the Committee requests that the staffing requirements of the Civil Affairs Office be reviewed after the elections are held.**

30. The proposed staffing structure for the new Disarmament, Demobilization and Reintegration Management Unit provides for the establishment of three Professional posts (1 P-5 and 2 P-4) and 20 positions for United Nations Volunteers. The Advisory Committee notes that, in response to its request in its previous report (A/55/839, para. 65), the Secretary-General's report contains information on the Mission's role in the disarmament, demobilization and the reintegration programme (A/56/487, paras. 36-39). In the course of its deliberations, the Committee was informed that the disarmament programme was proceeding well and was to be completed by the end of November 2001. The Committee was also informed that, as at the time of the preparation of the report of the Secretary-General, about 22,000 combatants had been disarmed (exclusive of child soldiers, who are dealt with under a separate programme). The new unit would manage demobilization and reintegration. **The Advisory Committee recommends approval of the proposed staffing structure of the new unit (1 P-5, 2 P-4 and 20 United Nations Volunteers).**

31. Seven additional local-level posts are proposed for the Public Information Office. In this connection, the Advisory Committee recalls that it has made a number of observations and recommendations with regard to the UNAMSIL public information programme (see A/55/839, para. 44). The Committee notes that, in response to its recommendation, the report of the Secretary-General contains a concise explanation of the public information programme (A/56/487, paras. 29-35). The report also contains information on the additional seven local-level posts (2 Community Liaison Assistants, 2 News Coordinators/Producers/Translators, 1 Writer/Editor Assistant, 1 Radio Producer and 1 Studio Technician) (A/56/487, para. 26 (e)). **The Committee recommends acceptance of the proposal for these seven additional local-level posts. At the same time, the Committee draws attention to what appears to be a lack of effective planning and implementation of the public information programme. For example, for the period ending 30 June 2001, only $115,100 out of the apportionment of $457,400 was committed; for the period from 1 July to 30 December 2001, only $20,500 out of $228,800 was reported as expenditure as at 16 October 2001. The representatives of the Secretary-General were not able to provide an explanation for this rate of commitment. Updated information in this regard should be provided to the Fifth Committee.**

32. A request for the reclassification of a D-1 post to the D-2 level is resubmitted for the Director of Administration. In addition, a reclassification is proposed for a P-4 post of Chief Budget Officer to the P-5 level. The staffing proposal for the Office of the Director of Administration also provides for the establishment of three Professional and four General Service posts (3 P-3, 2 GS and 2 LL) as well as four positions for United Nations Volunteers.

33. The Advisory Committee recalls that it did not support the reclassification of the D-1 post of the Director of Administration (see A/55/839, para. 46). **The Committee finds no sufficient justification for changing its position.**

34. **In the opinion of the Advisory Committee, no compelling reason has been advanced to reclassify, at this stage, the post of the chief of the budget section from P-4 to P-5. In this connection, the Committee is of the opinion that the function of budgeting and monitoring of budget implementation in the Mission should not be subject to unnecessary frequent changes in personnel as this would adversely affect efforts to develop budget expertise and institutional memory for the effective discharge of the budget function.**

35. With regard to the proposed establishment in the Office of the Director of Administration of two P-3 posts (Board of Inquiry Officers), one P-3 (Budget Officer), two General Service and two local-level posts (Budget Assistants) and four positions for United Nations Volunteers (Secretaries, Board of Inquiry), the **Advisory Committee recommends acceptance of these requests.**

36. The Advisory Committee recalls that a request for a D-1 post in the Office of Administrative Services was not approved when the Committee reviewed the budget proposal for the financial period 2000/01 (see A/55/839, para. 47). **The Committee finds no sufficient grounds for changing its position.**

37. Information on the proposed increase of one General Service post (assistant to the Chief Civilian Personnel Officer) and three local-level posts (Personnel Clerks) in the Personnel Section is contained in the report of the Secretary-General (A/56/487, para. 27 (e)). As indicated therein, the increase would "enable the Personnel Section to effectively discharge the requisite personnel and administrative responsibilities". The Committee recalls its observation in its report of 16 March 2001 (A/55/839, para. 30), that the Committee had doubts "whether the Mission and Headquarters have the capacity to recruit and place on board the requested number of staff" within such a short period of time and urged the Secretariat to accelerate the recruitment and placement of civilian personnel in UNAMSIL. **The Committee is concerned that the capacity to recruit and place staff on board appears to deteriorate further. For example, the vacancy rates, which amounted to 5.7 per cent among international staff and 2.6 per cent among local staff as at 22 February 2001, have increased to 14.7 per cent and 17.1 per cent, respectively, as at 17 October 2001. Under the circumstances, the Committee recommends acceptance of the proposals for the additional posts.**

38. In the course of its deliberations, the Advisory Committee was informed that the Mission is reluctant to assume additional recruitment authority in the absence of essential tools that are currently being developed at Headquarters, including a roster of candidates and generic job profiles. Moreover, the Committee was informed of situations where information concerning candidates was sent with no essential elements to allow for the evaluation of the candidates. **The Committee requests that urgent consideration be given to delegating to missions the more routine and time-consuming issues that are currently carried out at Headquarters, such as home leave authorizations, family visits and payment of hazard duty allowance.**

39. **The Advisory Committee concludes from the testimony of representatives of the Secretary-General that coordination between staff security within the responsibility of the United Nations Office for Security Coordination and UNAMSIL needs clarification and improvement particularly as regards training and readiness of staff in the same location from United Nations funds and programmes, agencies and from UNAMSIL.**

40. The establishment of two local-level posts and two positions for United Nations Volunteers is proposed for the General Services Section (Travel Unit) due to "the forward deployment of the Mission and the consequent increase in its civilian component", as indicated in the report of the Secretary-General (A/56/487, para. 27 (d)). **The Advisory Committee has no objection to the proposal.**

41. **A proposal for the upgrading of a P-5 post in the Integrated Support Service to the D-1 level is resubmitted for the financial period 2001/02. The Advisory Committee has no objection to the proposal in view of the additional responsibilities of the Service for the functions taken over after the termination of the logistical contract.**

42. A proposal is made for the reclassification of a P-4 post to the P-5 level and establishment of 10 Field Service posts in the Building Management Support and Engineering Section. The Committee was informed, upon enquiry, that a P-4 post of the Chief of the Section is currently encumbered by a P-5 staff member. **The Committee has no objection to the regularization of this post.**

43. With regard to the proposal for 10 new Field Service posts, the Advisory Committee observes that an additional 91 positions were approved for the Section for the financial period 2000/01 (2 P-3, 84 local-level and 5 United Nations Volunteers), increasing its staffing to the current level of 145 positions. As indicated in the report of the Secretary-General (A/56/487, para. 27 (f)), the additional 10 Field Service posts are proposed to accommodate: three Construction Supervisors, three Generator Mechanics, one Head of the Air Conditioning Unit, one Air Conditioning Technician, one Head for the Generator Unit and one Administrative Assistant. The Committee notes from the report of the Secretary-General that the request for additional posts is due to the substantial growth in engineering requirements. **The Committee stresses that all requests for additional posts should be justified by workload data and other objective criteria and should not be couched only in terms of broad generalities, such as "growth in requirements", "increased workload", "additional responsibilities" and so forth. In view of the recommendations of the Committee on the increase in staffing of the Building Management Support and Engineering Section for the financial period 2000/01, the Committee recommends approval of six additional Field Service posts to be assigned in a manner to be determined by the Special Representative of the Secretary-General.**

44. **The Advisory Committee does not find sufficient justification for the upgrading of a P-4 post of the Chief of the Joint Movement Control Section, which is proposed "in view of the expansion of the Mission and the need to strengthen the management of the air and ground transportation control mechanism" (see A/56/487, para. 27 (g)). In this connection the Committee reiterates the comments made in its report of 16 March 2001 (A/55/839, para. 32).**

45. A proposal is made for the reclassification of the P-4 post of the Chief of the Supply Section to the P-5 level and the establishment of 15 P-3 posts and 5 positions for United Nations Volunteers in the Section. The Committee recognizes the increased responsibilities of the Chief of the Supply Section for control, management and monitoring of the self-sustainment and wet-lease arrangements of contingents, as described in the report of the Secretary-General (A/56/487, para. 27 (h)). **The Committee, therefore, recommends approval of the upgrading.**

46. As indicated in the report of the Secretary-General, the additional 15 P-3 posts and 5 positions for United Nations Volunteers for the Supply Section are proposed "in view of the expansion in the military component of the Mission and therefore the corresponding increase in contingent-owned and United Nations-owned equipment" (A/56/487, para. 27 (h)). This proposal, if approved, would increase the number of Professional staff of the Section from 2 to 17. The Advisory Committee recalls that it had already recommended a significant increase in staff of the Section for the financial period ended 30 June 2001 (including 1 P-3, 1 P-2 and 20 local-level posts). The Committee also agreed that the P-3 and P-2 posts should be converted into United Nations Volunteers positions (see A/55/839, paras. 26, 49 and 51 and annex I). The Committee sought and received additional information in respect of the staffing proposal, which appears to be driven, at least in part, by the recommendations of the resident auditor of the Office of Internal Oversight Services who called on UNAMSIL to: (a) promptly conduct inspection, verification and reporting of contingent-owned equipment to ensure the operational readiness of troops; (b) ensure that verification reports conform strictly to the terms used in memoranda of understanding to avoid payment for equipment wrongly deployed to the mission area; and (c) the contingent-owned equipment Management Unit be strengthened with more qualified personnel now that the Mission will be expanding owing to the deployment of more troops. **The Committee has no objection to the proposal, in view of its comments and**

recommendations in paragraphs 17 to 19 above and the need to strengthen the management of contingent-owned equipment.

47. The report of the Secretary-General contains information on the proposed establishment of 11 Field Service posts and 5 local-level posts in the Electronic Support Services Section (A/56/487, para. 27 (i)). No analysis is provided, however, which could indicate the basis for the increase of 16 posts. The proposal, if approved, would increase the number of personnel of all categories of the Section from 74 to 90. **The Advisory Committee requests that a complete detailed analysis of staffing requirements for the Section be included in the budget estimates for the financial period 2002-2003. In the meantime, the Committee recommends the establishment of 5 Field Service posts and 3 local-level posts.**

48. The current staffing establishment of the Transport Section is 143 positions and it is proposed to increase it by 3 Field Service posts, 12 local-level posts and 3 United Nations Volunteer positions, to a total of 161 positions, that is by 12.5 per cent. As indicated in the report of the Secretary-General (A/56/487, para. 27 (j)), the staffing increase is due to the establishment of three additional sector workshops. **The Committee recommends the establishment of 3 Field Service posts (Motor Transport Officers), 9 local-level posts (Car Washer/Tire Repairers) and 3 United Nations Volunteer positions (Vehicle Mechanics).**

49. The report of the Secretary-General (A/56/487, paras. 39-41) contains information requested by the Advisory Committee (A/55/839, para. 29) on the termination of the logistical contract. The Mission asserts that "the contractor consistently failed to perform its contractual obligations, continuously failed to correct serious identified deficiencies and did not have the required personnel to perform the tasks identified in the contract" (A/56/487, para. 39). The Mission analysed the matter and concluded that the total monthly cost charged by the contractor (DynCorp) at full mobilization was $409,530, compared to the total monthly labour cost of $83,909 incurred by the Mission. The Committee notes that UNAMSIL hired seven international staff and 210 local staff to perform the functions previously performed by DynCorp; the hired staff was used in the following areas: two P-3 staff members in the Building Management Support and Engineering Section, 2 Field Service staff in the Transport Section and 3 Field Service staff in the Aviation Support Section, 36 local-level staff in the Transport Section, 3 local-level staff in the Procurement Section, 20 local-level staff in the Supply Section, 84 local-level staff in the Building Management Support and Engineering Section, 10 local-level staff in the Joint Movement Control Section and 57 local-level staff in the Aviation Section.

50. The Advisory Committee was informed, upon enquiry, that various audit reports had pointed out that UNAMSIL did not adequately supervise or monitor the performance of the contractor. UNAMSIL responded that the deficiencies were attributable to the lack of personnel with the requisite experience to carry out these functions. The Committee raised questions on performance monitoring and whether payments were withheld for bad performance and was informed that "although UNAMSIL staff issued performance reports from time to time, they were, however, not in the normal quality assurance format as the Mission lacked the capacity and the relevant training to perform the evaluation, monitoring and rating functions of the quality assurance as stipulated in the contract, and therefore were not in a position to withhold payment". **The Committee is of the view that the lack of ability of the Mission and Headquarters to deal with serious problems in managing the logistical contractor is unacceptable. The Committee requests that a thorough analysis be undertaken of all aspects of the situation with the contractor and the results of the lessons learned be made available to the management of peacekeeping operations and to the relevant departments and offices at Headquarters.**

Travel

51. The estimated requirements of $671,900 are proposed for official travel between the Mission and New York in connection with the travel of New York Headquarters staff and senior Mission personnel for political and military consultations, as well as to troop-contributing countries in connection with the inspection and transportation of contingent-owned equipment to the mission area, as indicated in the report of the Secretary-General (A/56/487, annex I.C, para. 12). **In the opinion of the Advisory Committee, estimates for the travel programme detailed in the report of the Secretary-General may be somewhat overstated** (A/56/487, annex II.A). Some items of the

travel programme reflect considerable cost growth; travel from Headquarters is estimated at $110,600, compared with $83,800 in the previous budget submission and travel to troop-contributing countries is estimated at $154,600, compared with $25,600 in the previous budget submission. The Committee observes that in response to its previous recommendation on the travel programme of UNAMSIL (see A/55/839, para. 50), information is included in the report of the Secretary-General on measures taken to reduce the cost of travel, including regular bi-weekly videoconferences between the Mission and Headquarters (A/56/487, annex IV). **Although the Committee recognizes the increase in the cost of verification, it recalls its view that further measures should be taken to reduce the need for travel and/or to make it considerably less costly.**

Operational requirements

52. The proposed estimates of $161.5 million under operational requirements reflect an increase of $14.5 million over the apportionment of $146.9 million for the financial period 2000/01. Of the total of $161.5 million, an amount of $39.3 million is for non-recurrent expenditures, including $15.9 million under premises/accommodations, $11.3 million under other equipment, $5.1 million under transport operations and $4.8 million under communications. In some instances there appears to be an overestimation of requests, for example, an additional 71 vehicles are proposed for purchase based on a 1:2.5 ratio for international staff. On this basis, the number of United Nations civilian pattern vehicles would be increased from 755 to 800. Other ratios, such as those for communications, accommodation, other equipment and supplies and services, could, in the opinion of the Committee, also lead to an overestimation of requirements. **Except for those ratios that have recently been authorized by the General Assembly up to June 2001, many of the standards currently in use may need to be further reviewed in the light of past performance. The Committee will revert to this question in the context of its examination of the peacekeeping budgets for the financial period 2002/03 in February/March 2002.**

53. The largest element of operational requirements falls under air operations estimated at $75.8 million. These estimates reflect an increase of $18.9 million, compared with the apportionment of $56.9 million for the financial period 2000/01. The Advisory Committee recalls its comments and observations with regard to requirements for air operations for the financial period 2000/01, including those with regard to the executive jet used by the Mission (see A/55/839, para. 57). **The Committee reviewed the Secretariat's replies to its questions about the recently acquired 8-seat executive jet and noted that it is used only by UNAMSIL, thus its cost is not shared with any other United Nations entity. The Committee questions the need for a change to this sort of aircraft, particularly given improved local medical facilities and the possibilities for commercial medical evacuation. The Committee requests that the contract be urgently reviewed in order to find alternatives to the use of the executive jet.**

54. The Advisory Committee notes from additional information provided to it that, due to uncertainties highlighted in its report of March 2001 (A/55/839), large underexpenditures have been reported. **The Committee draws attention to the fact that similar, though not as extensive, delays could be experienced in trying to process all actions to commit the entire requested resources during the time left in the financial period ending 30 June 2002.**

55. **Taking into account its comments and observations in the paragraphs above, the Advisory Committee recommends that the General Assembly approve an appropriation of $692 million gross for the maintenance of UNAMSIL for the period from 1 July 2001 to 30 June 2002, inclusive of the amount of $275 million gross already appropriated and assessed by the Assembly in its resolution 55/251 B for the period from 1 July 2001 to 31 December 2001. The Committee recommends that the Assembly assess the additional amount of $244 million gross for a total amount of assessment of $519 million gross for the period from 1 July to 31 March 2002.**

56. **The Advisory Committee further recommends that the amount of $132 million gross be assessed for the period from 1 April to 30 June 2002, at a monthly rate of $44 million gross, should the Security Council decide to continue the mandate of the Mission. Moreover, in view of the observations of the Committee in the paragraphs above, the General Assembly may wish, in addition, to authorize the Secretary-General to enter into**

commitments (without assessment) in the amount of up to $41 million, for the period from 1 April to 30 June 2002, should the Security Council decide to continue the mandate of UNAMSIL beyond 31 March 2002. Thus, the total authority available for the period from 1 April to 30 June 2002 would be $173 million.

Annex I

Estimated expenditure for the period from 1 July to 31 December 2001 as at 16 October 2001

(Thousands of United States dollars)

	Category of expenditures	*Commitment authority*	*Expenditures*[a,b]	*Unencumbered balance*
		(Resolution 55/251 B)		
I.	**Military**	204 605.6	183 635.2	20 970.4
II.	**Civilian**	19 692.7	11 456.7	8 236.0
III.	**Operational requirements**			
	Premises/accommodation	6 035.6	2 834.9	3 200.7
	Infrastructure repairs	1 192.5	173.3	1 019.2
	Transport operations	3 295.2	2 189.2	1 106.0
	Air operations	28 445.8	28 309.5	136.3
	Communications	1 241.5	542.1	699.4
	Other equipment	658.7	160.2	498.5
	Supplies and services	7 413.2	2 389.7	5 023.5
	Air and service freight	450.0	1 225.2	(775.2)
	Subtotal, category III	**48 732.5**	**37 824.1**	**10 908.4**
IV.	**Other programmes**			
	Election-related supplies and services	-	-	-
	Public information programmes	228.8	20.5	208.3
	Training programmes	96.6	31.0	65.6
	Mine-clearing programmes	3.0	-	3.0
	Assistance for disarmament and demobilization	15.8	0.2	15.6
	Subtotal, category IV	**344.2**	**51.7**	**292.5**
V.	**United Nations Logistics Base at Brindisi**	-	-	-
VI.	**Support account for peacekeeping operations**	-	-	-
VII.	**Staff assessment**	1 625.0	657.9	967.1
	Total, categories I-VII	**275 000.0**	**233 625.6**	**41 374.4**
VIII.	**Income from staff assessment**	(1 625.0)	(657.9)	(967.1)
	Net total	**273 375.0**	**232 967.7**	**40 407.3**
IX.	**Voluntary contributions in kind**	-	-	-
	Total resources	**275 000.0**	**233 625.6**	**41 374.4**

[a] Includes $49,816,882 in unliquidated obligations and $157,652,985 in pre-encumbrances.
[b] Includes field expenditure up to 30 September 2001.

Annex II

Solutions to contingent-owned equipment and self-sustainment deficiencies in the United Nations Mission in Sierra Leone

1. The United Nations Mission in Sierra Leone (UNAMSIL) was established on the general basis that all contingents capable of providing all major contingent-owned equipment on a wet-lease basis and fully self-sustaining in all relevant categories would be accepted for service (nuclear, biological and chemical protection, for example, was assessed as not required). This included the "rehatted", already deployed, contingents of the former Military Observer Group of the Economic Community of West African States (ECOMOG). The table below summarizes the operational problems encountered with this approach and the solutions adopted. It also indicates where UNAMSIL specific solutions have been used as guidance in the set-up of more recent peacekeeping operations, namely the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and the United Nations Mission in Ethiopia and Eritrea (UNMEE).

Serial	*Problem*	*Solution*	*Application to other peacekeeping operations*
1.	Ex-ECOMOG and after May 2000, other contingents prove unable to provide, replace or maintain the required contingent-owned equipment, particularly vehicles, or to provide themselves with essential support in the areas of communications, electrical (power generation and distribution), water supply, fuel storage, minor engineering and other minor areas.	Letter of assist established with a Member State to provide temporary support in the form of vehicles and self-sustainment services. United Nations-owned equipment issued to supplement the letter of assist. After several extensions of the letter of assist, contingents induct necessary equipment and United Nations builds capacity to provide additional support. Letter of assist to finally expire 31 October 2001. A major contingent is deployed on the basis that the United Nations will provide major and self-sustainment electrical (power generation and distribution) support.	Most contingents in MONUC are provided with electrical and minor engineering support by the United Nations. MONUC guard units are provided with refurbished accommodation by the United Nations.
2.	Ex-ECOMOG and after May 2000, other contingents prove unable to deploy sufficient armoured personnel carriers or heavy trucks to the Mission.	Memorandum of understanding with a Member State established, which provides over 200 armoured personnel carriers and 200 heavy trucks that are distributed to other contingents. The Member State provides training in vehicle use and full	Armoured personnel carrier provided to a contingent in UNMEE by another Member State. Similar measures initially considered for MONUC but not required as contingents can provide for themselves.

Serial	Problem	Solution	Application to other peacekeeping operations
		maintenance (wet-lease) support. 100 trucks retained by the Member State contingent to form general support transport company for all Mission requirements. Memorandum of understanding established with a Member State to provide a logistics battalion, which includes a transport company to further reduce deficiency in transport assets.	
3.	Several contingents prove unable to provide sufficient communications assets.	In addition to letter of assist and United Nations-owned equipment provided on loan, a memorandum of understanding is established with a Member State to provide a complete communications battalion to support contingent and general Mission operations.	
4.	The Field Administration and Logistics Division identifies a pending shortfall of contingent's abilities to provide field defence stores to construct protective fortifications. Field defence stores include barbed wire, timber, sandbags, metal stakes, metal sheets and associated construction supplies. These are heavy, bulky, not cost-effective to buy or ship in small quantities and frequently cannot be recovered for use later.	The United Nations assumes responsibility for providing field defence stores for a number of deployed contingents and new contingents start with this system.	Field defence stores provided in bulk by the United Nations for MONUC and UNMEE
5.	Several contingents are unable to provide or maintain adequate tentage.	The United Nations acquires 385 tents from a Member State on donation and purchases 400 tents from another Member State to make up the shortfalls.	Tentage provided to most UNMEE contingents on deployment.
6.	Contingents found to be unable to provide sufficient basic furniture, catering facilities and laundry/dry cleaning capabilities to meet the standards as detailed	The Contingent-owned equipment Manual standards amended to allow contingents to receive full reimbursement, provided national standards are	Applied for MONUC and UNMEE as appropriate.

Serial	*Problem*	*Solution*	*Application to other peacekeeping operations*
	in the Contingent-owned equipment Manual.	met and essential health and safety criteria are not compromised (e.g. some African contingent catering arrangements, while not strictly complying with the Manual, are the norm for their operations in field environments).	
7.	Contingents found to be deficient in ability to provide satisfactory medical support.	The United Nations seeks donation of medical (level 1) equipment from a Member State. Donation of Swedish level 2 medical equipment to be operated by the Ghanaian contingent arranged and the United Nations provides medical consumables.	
8.	A troop-contributing country offers a sector headquarters and level 2 hospital, but can provide only the personnel.	The United Nations accepts the offer and provides all contingent-owned equipment and self-sustainment support to both units.	MONUC contingents are supported by an agreed mix of self-sustainment providers prior to deployment.
9.	A Member State offers a battalion but can only partly meet the contingent-owned equipment requirement and needs assistance with communications and some other self-sustainment items.	The United Nations accepts offer and undertakes to provide required contingent-owned equipment (United Nations-owned equipment, third party troop-contributing country, armoured personnel carrier and trucks). A Member State donates funds to procure 12 additional light vehicles as United Nations-owned equipment, to be used by the battalion. Another Member State commences procedures to donate communications equipment to the United Nations for use by the battalion.	
10.	Several contingents are unable to provide sufficient night vision goggles either on cost grounds or because of issues concerning high-technology transfer by other Member States.	The United Nations commences procurement action to make up the shortfalls. While equipment is not the latest technology, it conforms to current United Nations standards and is operationally satisfactory.	

Serial	*Problem*	*Solution*	*Application to other peacekeeping operations*
11.	Several contingents request help with transportation of contingent-owned equipment, spare parts and self-sustainment supplies from home countries.	The United Nations permits troop-contributing country to utilize rotation flights to the maximum of the aircraft's otherwise unused cargo capacity. This allows small quantities in the order of 2-3 tonnes per aircraft to be transported at no additional cost to the United Nations. A troop-contributing country request to rotate troops by ship under a letter of assist at no additional cost to the United Nations is assessed as operationally satisfactory and accepted. The troop-contributing country uses the opportunity to induct significant quantities of contingent-owned equipment and other supplies.	